



PUBLICATIONS

Group Reports • No. 7

THE GROVE PARK REPORT

Principles Underlying Nonmedical
Vocational and Rehabilitation
Preparation Services For
Blind Persons

American Foundation for the Blind
15 West 16th Street, New York 11, N. Y.

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THE GROVE PARK REPORT

Principles Underlying Nonmedical
Vocational and Rehabilitation
Preparation Services For
Blind Persons

Edited by
Kathern F. Gruber
and
Arthur L. Voorhees

No. 7
Group Reports



American Foundation for the Blind
15 West 16th Street, New York 11, N. Y.

This pamphlet is one in a series of monographs issued from time to time by the American Foundation for the Blind in an attempt to disseminate information on projects carried out by the Foundation and on present-day services to blind persons. The monographs are classified according to subject into:

General Information
Educational Series
Vocational Series
Research Series
Group Reports
Legislation Series
Studies in Community Planning

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Foreword

At the present time there is a wide range, nationally, in both quality and quantity of nonmedical rehabilitation and vocational services available to blind persons. Yet no other services are as important to a blind person as those which assist him to manage his own life and to hold a job in our competitive economic system. It has been said that money invested in high-quality rehabilitation and vocational training services for any disabled person is returned to the national economy many times over. Yet we have the startling fact in our country that there seems to be not even a minimal base of principles and standards common to these services in the several states; that a sum of money expended in one state may secure high-quality services for a blind person while the same sum expended in another state for the same purpose may secure only mediocre or even poor services. It is this wide discrepancy that led the American Foundation for the Blind to convene a national work session for the direct purpose of formulating basic principles to guide both the buyer and the seller of these important services for blind persons. The indirect purpose of the work session, and the greater one, was to develop the point of view that blind persons, in whatever state of the nation they may reside, should have available to them such rehabilitation and vocational training services as can easily be identified with the principles enunciated in this publication.

The American Foundation for the Blind is grateful to everyone who took part in the work session and contributed so much to its success.

M. ROBERT BARNETT
EXECUTIVE DIRECTOR

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Background of the Conference

Planning

In June 1960, The American Foundation for the Blind asked a small advisory committee to meet in New York City to discuss the need for and the method of conducting a national work session on principles and standards of nonmedical vocational and rehabilitation preparation services. This advisory committee was composed of a representative of the federal government, three directors of state agencies serving blind persons, and three directors of voluntary agencies serving blind persons. During a two day meeting, it was decided that there was a need for this type of national work session because of the apparent lack of written principles and standards relating to this area of services to blind persons. The group recognized that a working conference should attempt to set only those goals which it could hope to achieve in a period of four or five days. Therefore, it was decided to discuss only the broad areas of personal adjustment training, prevocational training, and vocational training. In addition it was felt that small working committees might develop principles and standards in the areas of training of vending stand operators, transcribing machine operators, and homemakers. Considerable attention was given to the discussion of time and place for the conference, and the number of participants to be invited. It was recommended that the conference be held in June of 1961 at a location where the group could work quietly and efficiently in pleasant surroundings. The committee felt that a working group of twenty to twenty-five persons would be the ideal number to accomplish the desired objectives. It also suggested that this working group be divided into small committees for the purpose of stimulating greater individual contributions. The planning group believed that before the actual conference was held, resource material should be gathered for the guidance of the participants concerning:

1. Existing criteria for the selection of training facilities.
2. Existing standards for the provision or purchase of personal adjustment, prevocational and vocational training.
3. Copies of extant contracts with training facilities providing services to blind persons.
4. Current manual material relating to the provision of training services to blind persons.

The Foundation requested from every state vocational rehabilitation agency serving the blind, information covering the above four points. When this data was collected, it was turned over for review and analysis to Mr. Maurice I. Tynan, who was retained by the Foundation for this purpose. Mr. Tynan, prior to his retirement in 1955, had over forty years of experience in work for the blind at the local, state and national level. His analysis of the data was completed in April 1961, and was distributed to the conference participants for their review prior to the meeting. (See appendix C.)

Resource information in the form of typical state rehabilitation plans and Office of Vocational Rehabilitation manual material was supplied by the Federal Office of Vocational Rehabilitation.

After contacting a number of hotels in various parts of the country, it was decided that the Grove Park Inn in Asheville, North Carolina offered the most attractive proposition. Consequently, a contract for holding the conference June 11 to 15, 1961 was made with the hotel.

A large and nationally representative group of outstanding governmental, state and voluntary agency executives were listed as potential participants. From this group, sixteen persons representing every geographical part of the country were invited as conferees. One executive could not attend because of prior commitments, and two who had accepted the invitation found it impossible to attend because of emergency situations which compelled them to change their plans. The managing director of National Industries for the Blind was invited and four Foundation staff members were selected to attend. In addition, one secretary from the Foundation attended for the purpose of co-

ordinating secretarial services for the conference. Mr. Tynan was invited to present his analysis and to participate as a member of the conference.

Prior to the meeting, committee and subcommittee chairmen were selected and committee members were assigned. Several of the committees did preliminary work prior to the conference in order to get a head start on their work in Asheville. Arrangements were made with a secretarial service in Asheville to provide three full-time secretaries to serve the working committee during the conference.

Conduct

The first meeting took place Sunday evening, June 11th, 1961 with all participants present. This, and the final meeting held Thursday morning, June 15th were the only two general meetings of the conference. The remainder of the time was devoted to small committee meetings. The initial Sunday evening meeting was for the purpose of orienting the participants to the conference, reviewing Mr. Tynan's analysis "Criteria for the Selection of Training Facilities and Principles and Standards for the Provision or Purchase of Personal Adjustment, Prevocational, and Vocational Training for the Blind." The working conference was divided into three major committees, each of which discussed the same subject at the same time each day; Personal Adjustment Training on Monday, Prevocational Training on Tuesday, and Vocational Training on Wednesday. These major committees adjourned at 3 o'clock each day. Immediately thereafter, the chairmen met with the coordinator to review the reports of the committees and to consolidate them into a single report which would reflect the thinking of the three committees. While these committee chairmen were meeting, the remainder of the group was reorganized into three subcommittees. These subcommittees worked from three until five o'clock each afternoon to develop principles and standards in the areas of training:

1. Vending stand operators
2. Transcribing machine operators
3. Homemakers

The final reports of the major committees and the sub-

committees were mimeographed and presented to the entire conference on Thursday morning, June 15th, for review and discussion.

The conference was replete with lively discussions, all of which were objective and impersonal. Throughout the week there was an earnest effort to arrive at principles and standards which were realistic, and which would contribute to the future improvement of services to blind persons. At the outset, it appeared that the groups would have ample time to develop both principles and standards in the three major areas of personal adjustment training, prevocational training, and vocational training. However, the complete absence of any extant principles in these three service areas made it necessary for the participants to devote all of their time to the discussion and writing of principles. Consequently, there was no time to make even a beginning on the discussion of standards. Obviously, this is a job that remains to be done by a conference similar to the Asheville meeting or through some other means.

As stated above, the charge to the conference was couched in terminology presently in use by the Office of Vocational Rehabilitation, and the state services for blind persons. Some of this terminology was developed prior to 1943, and since that time, new concepts of rehabilitation have been developed and federally supported services have been expanded to include such items as physical restoration services; more comprehensive evaluative and diagnostic services, etc. In addition, the conference participants had been more or less conditioned to the future possibility of the independent living bill and all it might connote with respect to rehabilitation terminology unqualified by the word "vocational." Hence, there developed among the committees some exploration with respect to more meaningful terminology, especially with respect to prevocational training, with the result that the coordinated report on the second day's deliberations departed from the expressed terminology of the conference and introduced the phrase "prevocational diagnostic evaluative service" instead of "prevocational training." Therefore, on the final day of the conference, the group, at the suggestion of Committee I, recommended to the American Foundation for the Blind that:

Inasmuch as the three committees seem to agree that the terminology "personal adjustment training," "prevocational training," and "vocational training" presents real confusion in the separation of function, and inasmuch as this terminology is still in use by the federal government, and inasmuch as substantive change in terminology is a very serious undertaking, Committee I recommends to the American Foundation for the Blind that this matter be explored much more intensively to the end that more meaningful terminology be developed for general consideration and possible adoption.

Principles for Personal Adjustment Training of Blind Persons

The conference felt that the terms “personal adjustment services” or “psychosocial and personal management services” are more descriptive than “personal adjustment training,” and should be adopted.

Definitions

PRINCIPLE

A sound assertion on which to base action.

STANDARD

That which is established by accepted authority as a guideline on which to develop action.

PERSONAL ADJUSTMENT SERVICE

Individually designed services to assist each blind person to acquire attitudes, habits and skills that will enable him to manage his personal life and environment with maximum efficiency. This is a dynamic process of change which has a regard for the needs of the total person, and services to blind persons are a continuum which start at the time of the beginning of blindness and carry through all phases of adjustment—prevocational, vocational training, and eventual placement.

Assumptions

1. The term “blindness” as used here refers to those persons who come under the generally accepted definition of blindness.
2. Blind individuals need a variety of services to assist them in making adjustments to achieve a maximum functioning level in all areas of living.
3. The problem of adjustment obviously will vary in intensity as a result of many factors such as:

- A. Whether the disabling condition resulted abruptly in total blindness, whether there remains residual and useful vision, or whether there is a gradual and progressive loss of vision.
- B. The age of the individual at the time the disability occurs.
- C. The cultural and spiritual frame of reference within which the individual has been living and will continue to live.
- D. The factor of whether the blindness is complicated by emotional or physical disorders.
- E. The social and psychological stability of the individual prior to loss of sight.
- F. The individual's preconceived impressions of the meaning of blindness.
- G. The family reactions to the implications of blindness.
- H. The influence of the person's entire life experience, if an adult. The extent and level of education achieved.
- I. The factor of work experience if the individual is an adult.
- J. The factor of an individual's life experience if he is below working age.
- K. The factor of whether an individual is receiving an education, and in what type of school environment, should he be a child.
- L. The nature and extent of financial resources available to the individual and / or the family.
- M. The effect upon the individual of his effort to avail himself of his rights as a result of compensation claims, eligibility for disability insurance, and / or public assistance, or other economic benefits.

4. In addition to the on-going dynamic living process, blindness makes it necessary for an individual to make specific adjustments to gain ego strength and personal management skills which will enable him to take his appropriate place in community life.

5. Blindness makes it necessary for the individual to make substantial psychosocial adjustments to his new situation, as well as "practical" daily adjustments to his disability, to his environment, and to his activity within it.

6. The personal adjustment of each blind individual is the

fundamental basis on which all other services must be built if they are to be successful.

Principles

1. All professional personnel contributing to the rehabilitation of the blind person should have a basic understanding of the psychodynamics of adjustment.

2. Services should be initiated at the earliest possible time after onset of blindness and should recognize possible family reactions and their needs.

3. It is recognized that the success or failure of services is directly related to timing; and that the ultimate achievement depends upon their initiation and continuation at an optimum tempo, in accordance with responsible, professional judgment.

4. Services should be planned and carried out according to the client's individual needs and progress.

5. In institutional settings, all personnel, in addition to professional personnel, and including service personnel, need a basic orientation to the disability of blindness and the goals and objectives of the agency; and further, they should have an understanding of their own role in facilitating the process.

6. Volunteer personnel have various functions, perhaps professional, semi-professional, or institutional services. They should meet such standards of understanding and orientation as are expected of persons employed by the facility in the performance of similar jobs.

7. It is the responsibility of any agency serving blind persons to take the initiative and leadership in providing orientation to individuals and organizations who are called upon to provide a specialized service for blind persons.

8. The nonmedical service treatment plans for an individual should be based on competent evaluation and/or diagnosis of the individual's needs and potentials.

9. The individual's participation in the process must be recognized. The individual should be an active participant in planning throughout the rehabilitation process, particularly as it relates to the services which he must accept or reject.

10. It is essential that the individual be helped to obtain

the optimum level of which he is capable in all aspects of personal management skills in order that effective rehabilitation be achieved.

11. All parts of the rehabilitation team working with the individual should have clearly defined roles. Further, a professionally competent person should be designated to interpret and to carry out continued planning with the individual who is being served.

12. Personnel rendering personal adjustment services should possess the professional and legal qualifications of their respective professions or disciplines.

13. Services should be available to help the individual to meet his basic needs and those of his family.

14. In carrying out any plan of services for a blind person, the involvement of the total family constellation should be taken into consideration.

Principles for Prevocational Training of Blind Persons

Preamble

Prevocational training is an integral part of the continuing process of rehabilitation. It is also a part of a broader rehabilitation picture. There is recognition of the need for a period of diagnosis and evaluation as part of this continuum, which will help the individual client and the counselor to begin to define tentative vocational objectives. In this continuing process, there will be on-going evaluation to enable vocational objectives and prevocational training experience to be determined on a basis of sound, experimental work. These evaluative, diagnostic experiences can best be provided in a somewhat formalized setting with the help of competent, well-trained, experienced, professional staff, well oriented to the special needs of blind persons. These should be available in a facility where adequate equipment and a wide variety of training experiences exist.

It is unsound to isolate this diagnostic evaluative process, which is so closely tied to the determination of vocational objectives. The rehabilitation process is likened to a broad highway in which there are many traffic lanes, all operating continuously, and all forming a part of the broad rehabilitation process.

Prevocational training should be considered comprehensive and hence will be referred to as prevocational diagnostic evaluative services in this section of the report.

Definition

Prevocational diagnostic evaluative service is the process through which the individual blind person, the center or institution, and the counselor have an opportunity to test, to explore and evaluate the skills, ability, knowledge and interests which in toto should lead to the selection of a vocational rehabilitation objective and the formulation of a plan to achieve this objective.

Assumptions

1. There is a substantial number of blind persons who can benefit from prevocational diagnostic evaluative services.
2. It is assumed that there is a fine line to be drawn between those experiences that contribute to personal adjustment and which, at the same time, are considered in the specialized field as prevocational services.
3. Psychological tests will be implemented and validated through sound professional observation and judgment in the prevocational diagnostic evaluative services.
4. In the case of young blind adults who have completed a full course of elementary and secondary education, it may be assumed that these persons, while not yet having had work experience, will have been provided in the school situation with the fundamentals of preparation for adult life in all its aspects. It is recognized, however, that in some cases there are types of advanced instruction in such matters as mobility and social conduct which the agency serving adults should provide before the young person enters his vocational training program.

Principles

1. Prevocational diagnostic evaluative services are an integral and key part of the continuum of rehabilitation services.
2. Prevocational diagnostic evaluative services, to be effective must be carried out in a well-structured program, administered and staffed by a competent, interdisciplinary, professional staff.
3. Each area of the program of prevocational diagnostic evaluative services shall be described in writing.
4. When it is not possible to secure all necessary services in a specialized rehabilitation center, it should be the agency's responsibility to secure these services from other agencies which have qualified staff and appropriate course content to provide the needed services. It is the agency's responsibility to acquaint them with any special methods of instruction which are required by blind people.
5. Services should be planned *with* the client and carried out according to his individual needs and progress.
6. In carrying out prevocational diagnostic evaluative services,

it is the responsibility of the agency to see that in facilities used, the philosophy, curriculum, staff and equipment be kept in line with current, progressive practices.

7. Services should be given in facilities where social environment is conducive to assist the blind person to maintain maximum progress and development.

8. It is the agency's responsibility to maintain a written current evaluation of resources from which services may be purchased or secured. (Great care must be given to developing standards in this area.)

9. Continued counseling should be made available to a client as he moves through the various phases of his training.

10. In order to insure responsibility and proper accountability of prevocational diagnostic evaluative services for an individual, there shall be developed a method of evaluating programs in each area, and a definite schedule of reporting.

11. It is the responsibility of the agency to provide each blind person with adequate preparation for any vocational objective he undertakes under its auspices.

12. Prevocational training should be based on a realistic evaluation of the potential of the individual for entering a definable area of employment.

13. It is reasonable to expect that the agency paying for the services should have some control or, at least, some responsibility for helping to develop the program.

14. Financing should be adequate to insure the availability and maintenance of high-quality service.

15. The agency providing services should be reimbursed for the full cost of the services rendered.

Principles for Vocational Training of Blind Persons

Definition

Vocational training includes any organized form of instruction which provides the knowledge and skills that are essential for performing the tasks involved in a specific occupation.

Assumptions

1. In accepting a person for vocational training, it is assumed that he has reached a reasonable level of adjustment to his handicap and to life, and that he will be able to make effective use of the training which is to be provided. If he is still in need of continuing adjustment services, those services will be provided concurrently.
2. In any training facility where a formalized course of instruction is not provided, the agency will enter into an agreement with the facility and this agreement will enumerate and describe the exact content of the instruction to be provided.
3. That the state agency in selecting facilities, do so on the basis that the facility is the best available to meet the particular needs of the individual blind person.
4. That the maximum training required by a profession or organized vocation be considered to be the appropriate level in planning for the training of a blind person.

Principles

1. It is the responsibility of a state agency serving blind persons to have clearly defined and well-written policies regarding vocational rehabilitation training that go beyond the generalization in a state plan.
2. The current broad range of occupations from which blind persons may make their selection of vocations demands the utiliza-

tion of an equally broad range of vocational training resources. It is reasonable to expect that these vocational training services be geared to the needs of the individual.

3. A state agency should be responsible for providing full and adequate training, necessary equipment and services, in order that the individual may accomplish his vocational goal, and that the blind person entering a particular trade or profession shall have at least the minimum qualifications of that occupation.

4. A continuing responsibility of public or private agencies serving blind persons is to render consultation services to the recognized general vocational training resources in the community for the purpose of stimulation and development of cooperative vocational training opportunities for blind persons.

5. In selecting those facilities which are not accredited or licensed by a proper authority, it should be the responsibility of the rehabilitation agency, in cooperation with such facilities, to establish standards for those facilities. These should cover administrative responsibility for the maintenance of the facility and its operations; the proper staffing of the program to set interim and final goals during the course of the training; to set standards for rates to be paid for this training on a state-wide, or regional basis, whichever may apply.

6. It is essential that the individual be provided with adequate counseling in helping him select his vocational goal and that no unreasonable administrative restrictions should be imposed upon the continuing counseling process.

7. For persons who have been out of the labor market for an extended period of time, training procedures should be planned in accordance with sound, professional judgment, and with the participation of the client. In the event that the individual does not become employed in an occupation commensurate with his optimal interests and abilities, there should be a way to provide additional training which will permit him to raise his occupational standards.

8. Because of the increasing effect of technological advancement, it is essential that vocational training opportunities be made available to those individuals who, because of this type of industrial development become displaced in the labor market, and that

retraining be provided these individuals in order to make them more competitively employed.

9. In providing training opportunities for individuals, selections should be made from among those facilities which are accredited by recognized accrediting or licensing authorities.

10. An agency has the responsibility to insure that the blind trainee receives the same quality of training as that given to the sighted trainee in the same training facility. In addition, the blind person shall receive the same range of course experience and opportunity for professional acceptance as is provided to other trainees.

11. Continuing training for any occupation should be contingent upon satisfactory progress of the individual toward obtaining his occupational goal. The trainee should be encouraged to advise his counselor concerning his progress into the training program. The training facility should be required to make prompt periodic written reports of progress on each trainee to the sponsoring agency.

12. Maximum utilization of recognized vocational training resources in the community precludes the necessity for development of training facilities for the same purpose in specialized agencies.

13. If specific vocational training cannot be secured elsewhere in a community, it may be provided by qualified staff in a workshop facility. Specific vocational training should not be construed to include such training as work build-up, work tolerance, and work tryouts.

14. In utilizing vocational training resources, it is essential that an agency be assured that the resource is capable of effectively serving the individual blind person.

15. A blind person should be trained for a position in an occupation for which his optimal skill and ability can be developed.

16. Individual needs, rather than cost, should be the principal determinant in choosing a facility for vocational training.

Principles for Training Vending Stand Operators

Definition

Vending stand training encompasses highly specialized and practical training to provide knowledge and skills to enable a blind person to successfully operate a business enterprise.

Principles

1. It is recognized that the principal purpose for the operation of vending stands is to provide remunerative employment to blind people.
2. No blind individual shall be selected for training without thorough evaluation of his interests, aptitudes, skills and abilities.
3. No blind person shall be selected for vending stand training until he has had sufficient training to secure adequate skills in personal management or personal adjustment.
4. Thorough basic training in all elements of vending stand operation should be provided blind persons *before* they are placed in stands serving the general public.
5. Following basic training, a further period of training under a qualified instructor in a stand serving the general public is considered desirable.
6. The training of vending stand operators should be of such high quality that the operators so trained will be a credit to themselves, to the vending stand program, and to other blind persons.
7. It is axiomatic that in providing basic training, only qualified personnel be utilized and that this qualified staff be provided with modern equipment and training facilities to carry out the training program.
8. A formalized and definitive curriculum should be developed for training vending stand operators.
9. The state agency which provides vocational rehabilitation services to blind people has the primary responsibility for securing adequate training for vending stand operators.

Principles for Training Blind Transcribing Machine Operators

The process of typing material as recorded on transcribing machines is one field in which a number of blind persons have been trained, and in which many are or have been employed. It should not be regarded as a stereotyped opportunity. It should be regarded as an employment opportunity for carefully selected blind persons.

Principles

1. The basis for the admission of sighted persons to accredited business schools should be the minimum base for the admission of blind persons to the same school.

2. The current maximum preparation for transcription typists in general should be the base for the preparation of typists who are blind.

3. Employment in this highly competitive occupation indicates that the blind person should meet or exceed the level of performance of sighted operators.

4. All programs in which blind persons are prepared for transcription machine operators should be currently accredited by the appropriate authorities.

5. The selection of blind trainees for machine transcription operators should be based on a realistic evaluation of the interest and potential of that individual for entering that definite area of employment.

6. Maximum utilization of recognized vocational resources in the community precludes the necessity for development of training facilities for the same purpose of specialized agencies. In the absence of availability of adequate existing resources within the community, the role of the specialized agency, insofar as transcribing machine operators are concerned, is as follows:

- A. To work closely with, and serve as consultant to special types of training programs available to the public generally in

order to stimulate them to accept and train qualified blind people in their courses.

- B. To provide remedial spelling and English.
- C. To provide instruction in specialized vocabularies.
- D. To provide such instruction in specialized methods of operation as may be necessary.

Principles in Homemaking

Assumptions

1. The individual has had, and continues to have available all of the necessary psychosocial and personal management services that are necessary.

2. Homemaker service training should be made available as needed for individual men as well as women; for example, for the man who lives alone, the man who remains at home while the wife works, and the married man who is the wage earner but who wishes to perform his normal share of household duties.

Principles

1. The primary purpose of homemaker training is to enable the individual to establish or re-establish her role as mother, wife, and homemaker, without demoralizing dependency on other members of the household. In the case of the man, it is to help him establish or re-establish his role as a homemaker, if alone, and as a helper, if he is married.

2. A secondary but important purpose is to assist in the building of a sound family structure which permits other members of the household to be free of inappropriate and excessive attention to activities which are the homemaker's normal responsibility.

3. Under the supervision of qualified professional personnel, the rehabilitation agency should develop in cooperation with others a well-structured organized homemaker training program, utilizing whenever possible community services and facilities.

4. Homemaker training should be appropriate to the locale and the equipment available to the individual in his or her home.

5. Homemaker training for blind persons should include whenever possible the use of other community services which provide to all homemakers instruction in use of domestic science and child care enhanced with full exposure to specialized techniques which have been developed to offset the handicap of loss of sight.

6. In those instances where children exist or may be anticipated, homemaker training should be expanded to include instruction in the care and rearing of children.

7. Homemaker training may be provided in either a special rehabilitation center, in existing community facilities, or, and oftentimes preferably, in the home. This may be provided through the county extension division of the department of agriculture, through home economics teachers, or through qualified instructors from rehabilitation centers and agencies serving blind persons.

Appendices

APPENDIX A

Conference Co-ordinator

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Program Specialist in Vocational and Rehabilitation Services
American Foundation for the Blind

Co-ordinator of Secretarial Services

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APPENDIX B

Agenda

SUNDAY, JUNE 11, 1961, 8:00 P.M.

General Meeting, ARTHUR L. VOORHEES, *Chairman*

Welcome and the Role of the Foundation in Promoting Principles and Standards of Service to Blind Persons, M. ROBERT BARNETT

Analysis of "Criteria for the Selection of Training Facilities and Principles and Standards for the Provision or Purchase of Personal Adjustment Prevocational and Vocational Training for the Blind," MAURICE I. TYNAN

Principles and Standards—What They Mean, KATHERN F. GRUBER
Plan of Conference, ARTHUR L. VOORHEES

MONDAY, JUNE 12, 1961, 9:00—3:00

Development of Principles and Standards for Personal Adjustment
Training of Blind Persons

Committee I—V. S. HARSHBARGER, *Chairman*; *Members*: KATHERN F. GRUBER, ROBERT C. GOODPASTURE, LOUIS H. RIVES, JR., WINFIELD S. RUMSEY, O. F. WISE.

Committee II—JOHN F. MUNGOVAN, *Chairman*; *Members*: LON E. ALSUP, M. ROBERT BARNETT, JOHN COEY, JR., HOWARD H. HANSON, MILTON JAHODA.

Committee III—ALLAN W. SHERMAN, *Chairman*; *Members*: ALEXANDER F. HANDEL, WILLIAM O. MCGILL, BYRON M. SMITH, MAURICE I. TYNAN, H. A. WOOD, NORMAN M. YODER.

3:00—5:00

Meeting of Chairmen of Committees I, II, and III,
in Conference Co-ordinator's Parlor

Sub-Committee Meetings

Committee A—JOHN COEY, JR., *Chairman*; *Members*: LON E. ALSUP, LOUIS H. RIVES, JR., MAURICE I. TYNAN, O. F. WISE, H. A. WOOD, Development of Principles and Standards for Training Blind Vending Stand Operators

Committee B—WILLIAM O. MCGILL, *Chairman*; *Members*: KATHERN

F. GRUBER, MILTON A. JAHODA, ROBERT C. GOODPASTURE, WINFIELD S. RUMSEY. Development of Principles and Standards for Training Blind Transcribing Machine Operators

Committee C—NORMAN M. YODER, *Chairman*; *Members*: M. ROBERT BARNETT, ALEXANDER F. HANDEL, HOWARD H. HANSON, BYRON M. SMITH. Development of Principles and Standards for Training Blind Homemakers

TUESDAY, JUNE 13, 1961, 9:00—3:00

Development of Principles and Standards for Prevocational Training of Blind Persons

Committee I

Committee II

Committee III

3:00—5:00

Meeting of Chairmen of Committees I, II, and III,
in Conference Co-ordinator's Parlor

Sub-Committee Meetings

WEDNESDAY, JUNE 14, 1961, 9:00—3:00

Development of Principles and Standards for Vocational Training of Blind Persons

Committee I

Committee II

Committee III

3:00—5:00

Meeting of Chairmen of Committees I, II, and III,
in Conference Co-ordinator's Parlor

Sub-Committee Meetings

Committee A—Complete Report

Committee B—Complete Report

Committee C—Complete Report

THURSDAY, JUNE 15, 1961, 9:00—12:30

Final Meeting, ARTHUR L. VOORHEES, *Chairman*

Suggested Principles and Standards for Personal Adjustment Training of Blind Persons, V. S. HARSHBARGER

Suggested Principles and Standards for Prevocational Training of Blind Persons, JOHN F. MUNGOVAN
Suggested Principles and Standards for the Vocational Training of Blind Persons, ALLAN W. SHERMAN
Suggested Principles and Standards for Training Blind Vending Stand Operators, JOHN COEY, JR.
Suggested Principles and Standards for Training Blind Transcribing Machine Operators, WILLIAM O. MCGILL
Suggested Principles and Standards for Training Blind Homemakers, NORMAN M. YODER
Summary of Conference, M. ROBERT BARNETT

APPENDIX C

ANALYSIS OF CRITERIA FOR THE SELECTION OF TRAINING FACILITIES AND PRINCIPLES AND STANDARDS FOR THE PROVISION OR PURCHASE OF PERSONAL ADJUSTMENT PREVOCATIONAL, AND VOCATIONAL TRAINING FOR THE BLIND

Introduction

The American Foundation for the Blind, in planning for a national work session in June 1961, for the purpose of developing principles and standards for nonmedical vocational rehabilitation preparation services for blind persons, requested the state agencies providing these services to furnish:

1. Their criteria for the selection of training facilities.
2. Standards for the provision or purchase of personal adjustment, prevocational and vocational training.
3. Copies of contracts with training facilities.
4. Manual material relating to the provision for training services.

The state agencies were advised that particular attention, during the work session, would be given to such specific training as for vending

stand operator, transcribing machine operator, and homemaker. The object in securing this information was to analyze present procedures and practices employed by the state agencies in selecting training facilities and providing training services especially as they relate to the problems incident to the disability of blindness.

The analysis which follows was made on the basis of material submitted by the forty-five state agencies which furnished information. Consideration was given to the requirements of the Vocational Rehabilitation Act, Public Law 565, the regulations issued pursuant thereto, and the advisory standards that are considered generally basic to all types of rehabilitation training as set forth in the Office of Vocational Rehabilitation Manual, Chapter 18, entitled "Training Services." The suggestions contained in this chapter are primarily advisory and contemplated that the state agencies, in developing their own manual material, would include criteria and standards they deemed necessary to provide adequate training services, taking into consideration the special needs of the blind.

The Importance of Training

Training has always been recognized as one of the most essential elements in the vocational rehabilitation of disabled persons. In the Vocational Rehabilitation Act and the amendments thereto the importance of training was emphasized and the state agencies were required to set forth in their state plan minimum criteria for the selection of training facilities and their minimum standards for the provision or purchase of training services.

In the vocational rehabilitation of the blind, training assumes even greater importance and many blind persons require a variety of training services if they are to achieve maximum benefit and be placed in employment commensurate with their potential abilities. In view of the serious nature of blindness as a disability and the many factors which must be taken into consideration, if training needs are to be adequately met, it is obvious that the selection of training facilities and the principles and standards for the purchase or provision of training services become extremely important in the rehabilitation program. Therefore, if blind persons are to receive maximum benefit, definite written criteria, principles and standards should be provided for the guidance of the personnel of the state agencies, faculties of training facilities and all others concerned with their training.

In making the analysis every effort was made to discover special

principles and standards developed by the state agencies which have been tailored to meet the special needs and problems of blind persons.

Analysis

The following analysis is based on the information submitted by forty-five state agencies providing vocational rehabilitation services to disabled persons. Of this number thirteen were general agencies serving all disability groups including the blind. Thirty-two provide vocational services to the blind only, that is, to those whose vision classifies them as blind according to the generally accepted definition.

It is quite apparent that certain of the state agencies misunderstood or misinterpreted the questions for eight stated, in effect, that they did not have any written criteria for the selection of training facilities, neither had they developed standards for the provision or purchase of training services. In several instances it was stated that none of the questions were applicable to their programs as they operated their own training center, while others merely listed the names of the training facilities they utilized without giving any explanation of the basis on which they were selected, nor was there any indication of principles and standards that had been developed in the purchase of services from such facilities.

Eight agencies outlined the procedures to be followed by their counselors in utilizing certain training facilities, the cost of such services and how to make application for eligible individuals. In some instances the types of training available and the length of time required to complete the training were given. Twenty states submitted copies of minimum requirements usually found in plan material or excerpts from their state plan.

Generally speaking, the covering letters accompanying these materials from the state agencies did not set forth any special criteria for the selection of training facilities or indicate any special standards for the provision or purchase of training services especially for the blind. In the states which operated their own training facilities, principles and standards governing the provision of services were not given. Statements such as the following are from covering letters which describe procedures followed by various state agencies.

“Personal adjustment training is purchased from our own rehabilitation center.

“For the most part, our clients receive needed training in our training center; when necessary to select other training facilities, it is our

policy to use such training or facilities which are accredited by the appropriate authority for professional organizations.

"We provide the training of our vending stand operators through our own program, primarily in our own vending stand units, utilizing our own present operators as trainers, supplementing this with preliminary training by home teachers or other tutorial training as may be deemed necessary to qualify the individual as a snack bar operator.

"Standards for the provision or purchase for personal adjustment, prevocational and vocational training: The Department operates a rehabilitation center for the visually and physically handicapped which provides personal adjustment, prevocational and some vocational training services. The center program conforms to standards established by the Hill-Burton Act and the standards recommended by the Office of Vocational Rehabilitation, Division of Services for the Blind.

"Our standards for provision of personal adjustment, prevocational, and vocational training are determined by ability of the facility to meet the particular needs of the client.

"The standards used in the selection of schools will be that of approval by the accrediting body, in as far as possible, or by investigation by professional rehabilitation staff.

"While statements one and two are covered in a general way in the excerpts quoted in our state rehabilitation plans, more specific considerations do enter into the selection of particular training facilities, depending on the requirements of the individual and may favor the use of one facility rather than another,—for example we would probably encourage an 'A' student to enroll at a state university but might counsel a student with less ability to choose a smaller college.

Contracts and Agreements

Twelve states submitted copies of contracts or agreements used in providing training. Of this number, however, nine were merely state authorization forms and provided little or no detail as to principles or standards governing the training services to be provided.

The large majority of states indicated that they did not consider it necessary to have specific contracts or agreements but depended largely on letters of authorization to the training facility, in each case, to describe the services which the facility was expected to provide. In fact, most of them indicated that such letters of authorization were expected to be in detail. However, in no instance was such a letter of authorization included for analysis. The response, therefore, from

nine states provided little or no detailed information and so were not considered useful for the purpose of this analysis.

Three states submitted contracts or agreements which embodied detailed principles and standards and, therefore, will be considered as manual material and their contents will be discussed in the section of this analysis dealing with this subject.

Without exception such agreements were developed by the state vocational rehabilitation agency serving the blind and private agencies providing a variety of services to blind persons.

Manual Material

Fifteen states submitted copies of their manual material dealing with training. Ten of these were procedures or instruction to their counselors as to the use of certain training facilities giving the names of the courses of training offered, length of training, fees to be charged, living arrangements, and instructions relative to negotiating with the training facility for admission of clients.

The manual material submitted by five states contained excerpts from the chapter, "Training," Office of Vocational Rehabilitation Manual; that is, principles and standards which were general in character and did not apply specifically to the blind. In fact, all but one general agency serving the blind indicated that they made no distinction in providing training to blind clients. This agency stated that they had developed some special principles and standards in providing training to blind clients, especially in the area of higher education, e.g., "As a general rule the agency limits college and university training to courses not exceeding four years but in the case of blind clients taking courses requiring five years as law, teaching, social work, and the ministry, a five year course may be supplied."

This agency has also assisted in developing two evaluation and adjustment programs—one for white and one for colored clients. The program for white clients has been outlined in detail and covers all subjects usually found in modern programs of this type. However, this program has been organized at the school for the blind and is given only during the summer months. This agency has also outlined an evaluation program for those who may be considering some form of agriculture as an employment objective.

Those agencies submitting manual material specifically related to the blind included, for the most part, areas of adjustment, prevocational and vocational training when the vocational training was to be

provided by an agency for the blind. Several of these agencies have gone far in developing principles and standards which should provide a high quality of training services. It must be assumed that these have been developed on a cooperative basis between the state vocational rehabilitation agency and the private agencies providing the training services. These programs take into consideration the qualifications and experience of staff members concerned in the training programs, class room and other quarters to be used in the various types of training, the equipment available, and outline in detail on a progressive basis each training course offered. They also provide for methods of reporting the progress and accomplishments of each trainee and further include the number of instructional hours, cost, whether on an hourly, weekly or course basis, and the obligations of both the training facility and the state vocational rehabilitation agency.

One private agency has developed a brochure listing the various services available which is similar to a college catalog with a description of each type of service offered to vocational rehabilitation clients. These include psychological testing, casework treatment, travel training, adjustment evaluation, instruction in communication skills, shop activities, evaluation in a variety of occupations, and also training in different types of vocations such as broom-making, chair reseating, sewing and mop-making, concession stand, transcribing service and home economics. Their program also includes handcrafts, personal grooming, demands of daily living, simple first aid, social acceptability, group discussion, recreation and psychiatric treatment, if it seems indicated. The brochure also includes methods of rating each client in all areas of the programs.

One state outlined a procedure for the evaluation of all training facilities to be utilized by the agency for the purpose of determining their fitness to serve blind clients. This is the only state which indicates procedures for evaluating accredited institutions and nonaccredited training facilities before blind persons are entered for training. This agency has also developed detailed training programs for thirteen courses on a progressive basis such as broom and willow basket making, sewing, etc.

Special Areas of Training

In the following special areas of training there were few principles or standards indicated in the material submitted other than the minimum statements usually found in state plans. The following are examples of such statements.

On the Job Training

1. "In selecting facilities for on the job training the following factors will be considered:

(a) Willingness of the facility to outline the course of training and follow it systematically.

(b) Adequate time devoted to instruction and assurance of careful supervision of the trainee on the job.

(c) The client will not be exploited by the facility.

2. "Whenever an on-the-job training program is arranged for a client the counselor shall ascertain if the employer or business has a workmen's compensation policy. If there is no coverage, the counselor shall arrange for the provision of such a policy prior to the start of the training program."

Tutorial Training

"In the absence of other training facilities, tutorial training may be provided to supplement employment training, correspondence instruction, or to provide individual help where needed."

Training by Correspondence

"For selection of private correspondence schools the Blue Book of the National Home Study Council serves as a guide. When the school is not listed in the Blue Book, an inquiry shall be directed to the division of vocational rehabilitation in the state in which the school is located to determine the status of the school. State universities throughout the country offer a wide selection of correspondence courses generally acceptable by the division."

Commercial Training

"Business schools utilized must be reputable institutions recognized for their high standards of operation in the field of business training.

"Business schools accredited by the Accrediting Commission for Business Schools may be used without question as to professional standards. However, the counselor should also visit the school to make sure that the particular course desired can be adequately given."

One state required that business schools utilized for training must,

in addition to the usual standards, provide ample opportunity for practice on the typewriter and dictating machine.

Trade Schools

“Trade schools operated by the state board of vocational education and the trade courses given in high schools and colleges may be used without question as to professional standards.”

College and University Training

All the state agencies require that colleges and universities, utilized for training, be accredited by the usual accrediting authority and, with few exceptions, stated that preference is given to state public-supported institutions. However, they also provide that, under certain special circumstances, private schools may be used.

As stated previously, one state agency requires an investigation of accredited institutions before the facility may be used for the training of blind persons.

In another state the counselor is required, before placing an individual for training, that he determines if the particular course of instruction desired can be adequately given by the school.

Where a client is enrolled in a course requiring field work, practice teaching, etc., one state requires that the facility will cooperate in securing opportunity for such required training.

Other than the above, there do not seem to be any special standards for providing vocational training in colleges or universities.

Other Vocational Training

In providing training in vocational trade schools, all agencies which referred to this type of training, required that accredited schools be utilized or that vocational schools operated under the jurisdiction of the state department of vocational education be used.

Special Types of Training

Although the letter relative to the forthcoming work session from the American Foundation for the Blind to the state agencies indicated that particular attention would be given to such specific training as “vending stand operator, transcribing machine operator, and homemaker”, few of the states made special reference to these types of training.

Training of Vending Stand Operators

Three or four states indicated the training of vending stand operators was provided through their own vending stand units using experienced operators as trainers. However, they did not report on any of their procedures or standards for such training. One state outlined its training program. A second state included certain elements which they planned to incorporate in a training program which is in the planning stage. This agency also planned to utilize their experienced vending stand operators as trainers.

Piano Tuner

Only one state mentioned the training of piano tuners and they merely named the training facility which they used.

Transcribing Machine Operator

There was very little reference to this type of training except that several states indicated that they selected approved business schools and one state mentioned that they chose schools which would provide ample opportunity for practice, both on the typewriter and on a transcribing machine.

One state submitted a brief outline of training in dictating machine transcription.

Homemaker

One state submitted a form used by the agency to evaluate areas in which homemakers required training. However, there was no information as to how this was to be provided.

A second state indicated that the training of homemakers could be obtained through cooperation with the county extension division if it was necessary to supplement the training which their home teachers or other cooperating facilities could give. This agency also suggested that such training could be obtained through the home economics department of the public high schools. The agency stated that it has usually not been necessary to go outside the agency for this type of training.

It is apparent from the above, that there was little material submitted on these special types of training which set forth principles and standards in use by state agencies.

Conclusion

From the foregoing analysis it appears that few of the states have developed special criteria for the selection of training facilities and principles and standards relative to the provision or purchase of training services which take into consideration the many needs and problems inherent in the disability of blindness.

The material submitted indicates that some states may have certain criteria for the selection of training facilities and have adopted certain principles and standards relative to the provision or purchase of training services to blind clients, but either have not reduced them to writing or failed to include them for this analysis.

In general, the principles and standards which have been developed come within the areas of evaluation, adjustment, prevocational and vocational training and, without exception, have been developed, apparently, on a cooperative basis by the state vocational rehabilitation agency and local private agencies providing services to blind persons.

It is generally known that a large number of special training centers which have been established specifically to provide evaluation, adjustment and prevocational training are being operated on principles and standards which assure a high quality of training services.

There is evidence to support the conclusion that the high quality of these center programs has been brought about, largely as a result of the special conferences and seminars conducted jointly by the American Foundation for the Blind and the Office of Vocational Rehabilitation, the purpose of which was to develop principles and standards in these areas of training.

As the analysis shows, little detailed information in addition to the minimum standards required to be set forth in state plans, was submitted in the special areas of training such as On-the-job, Tutorial, Correspondence, Commercial, Trade Schools, and College and University.

Similarly, in the special types of training which are to be considered at the forthcoming work session,—namely: Vending stand operator, transcribing machine operator, and homemaker, little detailed material was submitted. As these are among the most common types of training provided to blind clients, a detailed progressive training program based on sound principles and standards and outlined in writing is greatly needed.

The Vocational Rehabilitation Act contemplated that each individ-

ual accepted for training would receive special services tailored to meet his needs to enable him to be employed in an occupation commensurate with his talents, skills and abilities. Although much progress has been made in the vocational rehabilitation of blind persons since the Act was amended in 1943, there remains much to be done if objectives are to be fully realized.

In the very near future state agencies providing vocational rehabilitation for the blind must be prepared to render services to the large number of children who are blind as the result of retrolental fibroplasia. In many areas of the country the parents of these blind children have organized to make certain that their children have every opportunity, not only to receive a sound academic education, an opportunity to develop socially but also to assure that they may have every opportunity to live normal, useful and productive lives. These parents, and the children themselves, will expect and demand from the agencies providing their vocational rehabilitation, that they receive the best possible quality of services to fit them for the highest attainable occupations.

With the ever-increasing funds being made available for vocational rehabilitation services by both federal and state governments, it behooves the state agencies which provide vocational rehabilitation services to the blind to constantly seek ways and means to improve and expand their programs to enable them to meet the challenge of those who will require their services.

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Date Due			

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